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ABSTRACT

This dynamic approach to a state plan for library services places clear responsibility upon the state library, the profession, and library users to monitor and evaluate library services of all types, to communicate the needs of state residents, and to perfect the delivery of quality services within the limits of cost effectiveness. While the plan at this stage is primarily a statement of goals to be amplified with specific recommendations over the next year, it contains a commitment to a continuing planning process. Task forces representative of both providers and users will be asked to produce reports that will provide detail as to implementation; such reports will be appended to this plan. The goals and subgoals have benefited richly from the many studies cited in the bibliography. This document synthesizes these reports and represents a consensus arrived at with the help of a representative advisory group. It has been reviewed by numerous persons at regional meetings, representatives of other advisory groups, and major professional organizations representing the library and information services community. (Author/RAA)

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A DEVELOPING STATE PLAN FOR LIBRARY SERVICES

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Dr. Fred G. Burke
Commissioner of Education
225 W. State Street
Trenton, New Jersey 08625

Dear Commissioner Burke:

I am pleased to submit the following draft plan for library development in New Jersey. While, at this stage, primarily a statement of goals to be amplified with specific recommendations over the next year, this document also sets forth a commitment to a continuing planning process. Task forces, representative of both providers and users of library services, will be asked to produce reports that will provide detail as to implementation, and will be appended to this plan. The philosophy that today's pace of events precludes the adoption of a static, rigid program has gained substantial support in the profession.

The goals and sub-goals presented here have benefited richly from the many studies cited in the bibliography. This document synthesizes these reports and represents consensus arrived at with the inestimable help of an able and representative Advisory Group. The first draft was also reviewed carefully and modified by numerous persons attending two regional meetings and belonging to other advisory bodies. In addition, reaction was elicited from major professional organizations representing New Jersey's library and information services community. Thus, it is intended to be the "official" plan for library development in New Jersey, subject to constant scrutiny and evolution as the planning process proceeds.

This dynamic approach to a state plan for library services places clear responsibility upon the State Library, the profession, and library users throughout the State, to monitor and evaluate library services of all types, to communicate the needs of New Jersey residents, and to perfect the means of delivery of quality services within the limits of cost-effectiveness. I commend it to your attention, that of the State Board of Education, and ultimately, of the users of library and information services as well as those whose lives can be enriched and assisted through their utilization.

Respectfully,

Barbara Weaver

Barbara F. Weaver
State Librarian

1/80

NEW JERSEY
DEPARTMENT OF EDUCATION

DIVISION OF THE STATE LIBRARY,
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TABLE OF CONTENTS

Introduction . . . . . 1 - 3

The Philosophical Setting for
Library Development in New Jersey . . . . . 4 - 8

GOAL AREAS:

I. Development and Maintenance of Basic Library Services . . . . . 9 - 12

II. Access; Networking . . . . . 12 - 14

III. The State Library . . . . . 14 - 18

IV. Funding . . . . . 18 - 19

V. Planning . . . . . 19 - 20

Conclusion . . . . . 21 - 25

Bibliography . . . . . 26 - 28

Glossary . . . . . 29 - 33

N.B. Unless separately listed, all footnotes in this report refer to the numerical entry of items listed in the Bibliography.

INTRODUCTION

In any plan reflecting such a wide range of concerns as those included in a state plan for library service, it is not possible for one person, or for a group with a single point of view, to develop an adequate document. There must be a representation of several points of view.

This particular state plan is being developed, as well, at a time when there is unprecedented rapidity of change, not only in libraries themselves, but also in the world that libraries are a part of. For this reason, it is also not possible to develop a document that has fixed statements as to what will be and how it will be achieved over a relatively long period of time.

Rather, what is imperative is a document that states certain generally agreed-upon directions in which library development in New Jersey should proceed: delineates a process by which the likelihood of achieving that which continues to be desirable can be maximized; and provides the ability to abandon or modify what experience shows us as being less desirable.

Roughly fifteen years have followed publication of the "Martin-Gaver" report[18], which was enacted into law as the State Library Aid Act of 1967[27b]. The principles and broad design for library development put forth in that document have guided the several five-year plans submitted to Washington for New Jersey's participation in the federal Library Services and Construction Act[26]. Although modified in certain respects, they continue to sustain the general concepts and direction of library development in the State.

However, because of steady and alarming decrease in the purchasing power of the dollar, the strain upon local finance and the "caps" law[29], and vacillating federal funding for library services, it can be said that the Martin-Gaver plan never was enabled to function in its totality. As a result, certain weak spots in the plan -- the conflicting roles of county/area libraries, lack of categorical aid for other than public libraries, insupportable strain placed upon research library centers, to mention only a few -- have been exacerbated.

A number of attempts were made to study problems as they arose and to amend the plan in ways which would ameliorate, if not correct, weaknesses. The Bibliography of these studies and proposals (appearing as the last chapter of this document) testifies to the concern the State Library and the library community have felt for the need for a comprehensive, corrective blueprint for the future.

N.B. Unless separately listed, all footnotes in this report refer to numerical entry of items listed in the Bibliography.

The fact that the future is vaguely perceived, with an uncertain economy, with inexorable shifts in social priorities, underlines the opening statements of this introduction and intensifies the conviction that a comprehensive blueprint -- one document -- cannot be written, nor could it be implemented. We are brought to what is now almost a classic conviction of administration as a discipline -- that emphasis must be placed on refining goals and objectives, and on defining a process by which their refinement and their achievement can be accomplished.

The Bibliography presents a rich resource of data on the conditions of libraries in New Jersey, and on the needs of library users of all kinds. It also presents a diverse, thus very useful, compendium of opinion and of perception. These studies bear frequent review and periodic updating and expansion by further surveys and studies. In combination with special task forces and a continually renewed oversight, or planning body, library development in New Jersey can be guided and molded by a living plan rather than a blueprint which is static, soon outdated, and overtaken by change.

This is not to say that definite statements of conviction and aspiration are not needed at various times in the development process. It is hoped that this document, as well as future task force reports, will constitute such statements of affirmation and confirmation and will result in needed legislation and changes in the Administrative Code (the body of regulations which amplifies law in New Jersey and provides necessary procedural detail).

It is the belief of the Statewide Planning Group and the State Library that sufficient data exists, and sufficient consensus will have been achieved, for a major piece of enabling legislation to be drafted and entered in the State Senate and/or Assembly early in the 1980 Legislative Session. This bill is envisaged as a broad statement of State policy on behalf of libraries, library services, and the necessary elements of the library network for New Jersey. Concurrent with the drafting of this piece of legislation, and continuing until the plan is sufficiently fleshed out for implementation, the task forces will be hammering out the major regulations needed in support of the enabling legislation.

It is important to understand the process by which regulations are incorporated into the Administrative Code. Once drafted, they are subject to review by the Advisory Council to the State Library, and to approval by the State Board of Education. They are then published in the New Jersey Register and open to public hearing and comment for a period of sixty days. If alterations are required, a new draft is sent before the Advisory Council and State Board and again published in the Register. Failing opposition, the regulations are then officially incorporated in the Administrative Code and have the force of law. While this process is slow, it is much more predictable and flexible than the legislative process, and can be initiated at any time.

But the heart of this report, and of the state plan, lies in the chapter containing five broad "goal areas" and stating specific goals and sub-goals (objectives). These result from the work of the Statewide Planning Group appointed by the State Librarian in June, 1979. This body, consisting of the elected delegates to the White House Conference on Library and Information Services, and supplemented by leading representatives of the major library associations in the State, reviewed all the recent documents listed in the Bibliography, and through an intense and interactive process, agreed upon these broad statements of intent, policy, direction, and commitment.

The achievement of this Group is to be commended. The significant contributions of the authors of the various documents which undergird these Goals, were also of inestimable value.

Barbara F. Weaver

Assistant Commissioner of Education
Division of the State Library,
Archives and History

THE PHILOSOPHICAL SETTING FOR LIBRARY DEVELOPMENT IN NEW JERSEY

Our era has been called the information age, not only because of rapid growth in its production, but also because of our dependence upon it as individuals, as members of local organizations, as students, and as workers. Open and ready access to information is fundamental to education and reasoned social change, to growth and prosperity in business and industry, and to sound and equitable government.

Information is now provided in a wide array of media, each of which has an appropriate place depending on need and cost of the medium. While technology now provides both new means for conveying information and new methods for organizing it, the existing structure of libraries and information agencies must be enhanced and better coordinated in order to take advantage of these developments.

The Introduction refers to a planning process which offers a new direction for library development in New Jersey. It conceives of a "state plan" consisting of a continuing series of documents, produced as appropriate, and as a result of continuing efforts of people who can make significant contributions to both the process and the plan.

This first document, therefore, is an overall statement of goals and objectives, and of philosophy of service, as developed by the current Statewide Planning Group. Task forces should be established to elaborate on specific objectives and develop action steps for implementation. The task forces should consist of persons or groups having particular expertise in the particular subject area at hand, as well as those affected by decisions in that area.

As these task forces complete their work, they will issue their recommendations as additional reports which, after reaction throughout the State and subsequent modification, will become part of the plan. Action steps would be drafted, completed, or modified as necessary. If completed, they would be retired from the plan. If revised, the revised version would replace the initial version.

The introduction also refers to the general economic context which underlies and contributes to the pressures that New Jersey libraries (in that context, particularly public libraries) face. In what is termed a "post-affluent" society, however, all types of libraries face pressure and struggle with an environment which calls upon them to prove their cost-effectiveness, or be faced with static or reduced budgets. In either situation, the inroads of inflation

erode the largest discretionary account over which their administrators have control -- the library materials account.

It is ironic that the very essence of library service, whether to the general public or to a special clientele -- the provision of books, periodicals, audiovisual materials, and access to data banks and a variety of information sources and services -- should bear the brunt of this economic squeeze. It can also be said to be dangerous in an era of information explosion, and when late Twentieth Century life depends ever more heavily on availability of information, that a major category of agencies devoted to its supply must compete with such overriding concerns as law and order, sanitation, public education -- a raft of societal concerns -- which perforce take precedence.

This situation is clearly illustrated in the administration of the federal revenue-sharing program which returned tax dollars to local communities for a number of priority uses, among which library service was one. Nationally, libraries "shared" this revenue to the extent of one and one-half percent (1.5%) at maximum, and more often than not, at a level of less than one-half of one percent (0.5%).*

Obviously, society will obtain the information it needs for survival, renewal, and the exercise of its collective will, through as many means as it can. Libraries are not threatened with extinction, but it is evident that they must adapt to far-reaching change and use every known method, as well as explore others, to be more efficient in rendering their services. They must also set stringent priorities on the provision of corollary, desirable, but perhaps secondary services.

It is within this perception that resource sharing, interlibrary loan/reference/referral services, and effective relationships among all types of libraries, are basic to New Jersey's state plan. Library systems and networking are examined in considerable detail and form a major "goal area" in this report. Maintenance and improvement of basic services, as well as increased access of all New Jersey residents to these services, are also stressed among the goals agreed upon and presented in this document.

It is also telling that so much emphasis is placed by users as well as providers of library and information services on the availability and nature of these basic services, much less all the varied secondary services libraries strive to provide. While this concern appears within the goal area pertaining to State Library responsibilities, it truly deals with access. Lack of awareness, whether of resources, services or facilities, inhibits all New Jersey residents equally.

*International City Management Association, Urban Service Report 6/78, "Municipal Library Services," by Barbara M. Robinson, p.3.

The People's Library Bill of Rights[7] has no force unless proclaimed widely and heard. Lack of access, lack of awareness, are particularly poignant when considering the aged, the handicapped, the institutionalized, and the disadvantaged of all kinds.

It is the intent of the Statewide Planning Group to make sure the state plan for library services and development includes, and places equal emphasis upon, all library agencies within New Jersey -- school media centers, libraries within institutions of higher education, libraries which are the creatures of government (local public, state and federal, including institutional libraries), and those serving the private sector -- business, industry, associations, etc. The State Library's role in assisting all types of libraries was defined in the Laws of 1969 27a/ and is reaffirmed in this document. While its authority and influence become more attenuated the more private the governing body of component libraries, the charge to coordinate a statewide network is clearly evident in existing law. Incentives for all libraries, whether in the form of direct aid, or reimbursement for services extended on behalf of the state plan, coupled with equitable regulation, are essential.

The State Library, itself, must also meet agreed upon criteria, and while its programs may not appropriately be subject to regulation, they should be assessed and evaluated on a timely basis. Heavier responsibility and expectation of the State Library is inherent in all goal areas. Appropriate pressure must be exerted to enable this agency to carry out its mandates and obligations under the state plan.

While the State Library is assisted by a number of formal and informal advisory bodies, there is expressed need to more fully incorporate and give voice to the concerns of library users. The Governor's Conference on Library and Information Services[2] was specific in its recommendation that a statewide "friends of the library" group be organized, attached to the State Library, and enabled to bring citizen concern to the attention of government.

Better communication, public relations, citizen involvement, policy direction, and attention to all types of libraries emerge as primary directives to the State Library administration from the library community. It is also incumbent upon that agency, however, to place the aspirations and expectancies of the library community into economic perspective. It is no longer realistic to say "with more money, we can solve everything." Financial resources are, naturally, basic to library development, but so are management and system planning, effective use of technology, cooperation -- in short, accountability. Thus the state plan must affirm a commitment to the need for a process by which the impact of library services can be measured, and their cost-effectiveness assured.

The reports in the Bibliography are replete with evidence that libraries of all types in New Jersey are in need of protection and sustenance, and require a much more aggressive and responsive means of interaction with each other. The following brief observations, by type of library, attempt to summarize the documents leading up to this report, and provide a setting for the goal statements which follow.

Public Libraries:

1. Most people want small libraries within walking distance of home where popular current materials related to day-to-day interests in educational, vocational, avocational, and recreational pursuits can be borrowed or obtained quickly. In addition, an unusually high proportion of users cite "research," "reference," and "information seeking" as their library needs.

2. On the average, libraries are able to purchase fewer and fewer current materials of a greater and greater volume and diversity being produced. Escalating cost of materials in combination with decreasing proportions of total operating expenditures are seriously affecting service.

3. Library law is piecemeal and often anachronistic. Inconsistencies and gaps should be eliminated, and broad enabling legislation drafted to satisfy the aims of Goal Area II, Access and Networking.

4. There is expressed concern for "oversight" -- for lay as well as professional evaluation of library performance -- for State Library coordination and regulation, for better information and publicity about library problems, and for research into solutions to those problems.

School Media Centers:

1. Consideration should be given categorical aid to assist school media centers to carry out the implicit responsibilities of the Education Act of 1975 [28].

2. Studies indicate[11] that school media centers can benefit from better knowledge and use of each other's collections and special services. Their active participation in a multi-type library network should also be assured.

3. Although great progress has been made since the enactment of the Elementary and Secondary Education Act of 1965, school media centers in general have not received the incentive necessary to meet minimum standards. This in part is due to failure to employ professionally trained school media specialists and lack of advocacy on the part of school administrators. Firmer commitment on the part of the State is also a requisite.

Academic Libraries:

1. With the exception of Rutgers and Princeton university libraries, the present design for library services in the State has ignored the needs, the extended services, and the potential of libraries in publicly and privately supported institutions of higher education.

2. The community college libraries should be made far more accessible as local libraries. That accessibility should be equitably supported.

3. The collections of libraries within four-year and graduate colleges and universities constitute a major resource within the State. A means for their mobilization and strengthening, as well as for equitable reimbursement for service beyond their primary clientele, should be an integral part of the state plan.

Special Libraries:

1. An informal,undocumented cooperation has existed for years among the numerous special libraries serving the private sector, and between them and many libraries in the public sector. Channels for this interchange should be developed and formalized.

2. A number of special libraries, particularly those associated with health sciences, also participate in formal networking relationships both on a state and federal level. Such relationships should be strengthened and expanded.

3. Recognizing limitations placed upon special libraries by their very nature, the state plan should provide a means of utilizing this important library resource to the extent compatible with these limitations. It should also recognize that it is in the business and economic interests of the State to assist special libraries to enjoy the benefits of a statewide library network in carrying out their own missions.

MISSION AND GOALS

OVERALL MISSION: TO IMPROVE ACCESS OF ALL NEW JERSEY RESIDENTS TO COMPREHENSIVE LIBRARY AND INFORMATION SERVICES.

> In a democratic society, information is a valuable and necessary resource. It is essential that there be equal opportunity for access to the intellectual, cultural, recreational, and educational resources in libraries of all types by all residents of New Jersey, regardless of geographic location, socioeconomic background, intellectual achievement, or physical condition.

GOAL AREA I

DEVELOPMENT AND MAINTANANCE OF BASIC LIBRARY SERVICES

GOAL A. (Public Libraries) All citizens of New Jersey shall be provided with public library resources and information services which affirm the People's Library Bill of Rights[77] and adequately meet the needs of their everyday lives.

1. All citizens of New Jersey shall have full and equal access to local public library services within a reasonable time and distance from home.

2. Local public library service shall meet minimum criteria as specified by state regulation.

3. The needs of specialized clientele such as the handicapped, non-English speaking, illiterate, etc., should be identified and met.

4. All physical and communication barriers should be eliminated in accordance with the provisions of Section 504 of the Federal Rehabilitation Act.

5. Since the public library exists to serve all the people of the community, it must make known its existence and successfully market its services.

6. To meet the demands of its citizens, a public library should have a comprehensive, multi-media collection of sufficient size and quality.

7. To make materials, regardless of format, available which would accommodate the needs of a diversified population whose educational levels, skills, and backgrounds are different, a local public library must participate in

cooperative arrangements with other libraries.

8. Every public library shall employ sufficient professional and support staff which is adequately trained,and responsive to changing times.

9. Programs that relate to the needs and interests of the community should be provided in correlation with other community activities.

10. When proven cost-effective, technological developments should be utilized for library operations and access to materials and information.

11. Library Boards of Trustees, administrators, and community representatives must undertake a continuous planning and evaluation process which includes needs assessments and establishment of related goals and objectives.

12. Budgetary allocations should reflect the maintenance of basic services and the changing needs and interests of the community.

GOAL B. (School Library/Media Centers) To ensure that every grade K-12 student shall have access in his/her school building to a library/media center facility staffed by professional librarians/media specialists with supportive staff and a collection of materials to meet the day-to-day needs of the school population.

1. School districts shall provide for each school facility a school media center meeting the philosophy of New Jersey Public Laws of 1975, Chapter 212 [25] ("T&E") and supportive standards.

2. School media service shall have collections which meet classroom and instructional needs, and are dependent upon professional and supportive staff which meet standards promulgated by the State Board of Education.

3. Services and facilities of school media centers should be free of barriers and accessible to handicapped students in accordance with Section 504 of the Federal Rehabilitation Act.

4. School media centers shall be enabled to establish communication methods with other school media centers and other types of libraries, in order to foster resource sharing.

5. To benefit from and contribute to a statewide multi-type library network, every school media center shall participate in cooperative resource sharing activities.

6. To assist students in developing skills in the location of information, every school media center should provide instruction in the use of the media center and its resources.

7. Every school media center shall maintain professional resources for teachers, inform them about new materials, and involve them in purchasing decisions.

8. Every school media center should develop a public relations program that communicates the role of the school media program and its contributions to the goals of the school.

9. Planning for school media centers should be continuous, include effective evaluation methods, and should be a cooperative process involving media staff, school administrators, students, teachers, and community representatives.

GOAL C. (Academic Libraries) To ensure that each student and faculty member in an institution of higher education in New Jersey shall have access to academic library services supportive of the objectives and programs of the institution.

1. Academic library collections should meet instructional and classroom needs, as well as the basic needs of student and faculty research, by providing an adequate range of separate titles and sufficient duplication of titles in high demand. Non-print resources should be regarded as integral elements of the academic library collection.

2. Academic libraries shall establish and maintain a range and quality of services that will promote the academic program of the institution and which will include continuous instruction to patrons.

3. Academic library staffs shall be of adequate size and quality to meet agreed-upon objectives.

4. The academic library shall develop and utilize cooperative programs such as resource sharing with other academic libraries and with public, school, and special libraries.

5. All facilities and services of the academic libraries shall be free of physical and communication barriers in accordance with the provisions of Section 504 of the Federal Rehabilitation Act.

6. Where cost-effective, available automated equipment should be utilized for the operations of academic libraries, resource sharing and access to information. Compatibility with other academic libraries in the State and with regional or statewide networks should be assured where practicable.

7. The administration of the academic library shall provide for continuous planning and evaluation of its collection and programs in cooperation with staff, students and faculty.

GOAL D. (Institutional Libraries) To develop and expand the program of library services in state, county, and local institutions in order to meet the educational, rehabilitation, and recreation needs of its residents.

1. All correctional and health institutional libraries shall have library resources which meet established standards, in accordance with identified needs.

2. Services to residents of institutions should be coordinated within and among other institutional libraries and with the statewide library network.

GOAL E. (Special Libraries) To ensure that highly specialized information services and materials are available to respond to the job-related and research needs of the clientele of the special library.

1. Special libraries should be encouraged to expand access to their information and materials through cooperative activities with other libraries and to share access to non-proprietary resources of others through the State library network.

GOAL AREA II

ACCESS/NETWORKING

GOAL A. It is essential that the state plan for library service afford full and equal access of all New Jersey residents to comprehensive library and information services and resources.

1. An expanded network structure involving all types of libraries and building upon the strength of the present area libraries, shall be established by the State Library to enhance resource sharing and direct access of New Jersey residents to resources and services of varying levels of complexity.

2. The State Library's dual role as coordinator of the statewide network as well as a participating member library shall be clarified.

3. Regions shall be established within the State and regional systems of libraries and library services, composed of all libraries electing to join, shall operate under an annual service plan adopted by their membership and approved by the State Library. The governance of regional library

systems shall include representative lay persons.

4. Regional library systems shall promote horizontal relationships among the various types of local libraries, as well as vertical relationships from local to regional to state resource centers.

5. The statewide library network shall provide for interface among regional library systems as well as that with other state and national networks.

GOAL B. Improved access to library services and resources necessarily involves the ability to identify which library has what item. Bibliographic access by means of union catalogs and the utilization of current computer-based technology must be planned, developed, and implemented statewide to effect economy through resource sharing as well as to facilitate delivery of materials.

1. Bibliographic access shall be designed to facilitate merging of records (catalogs) from region to region within New Jersey, as well as to interface with bibliographic data bases in other states and on a national basis.

2. Continuing study and application of the most recent technological developments shall be conducted and applied where cost effective.

3. Performance standards for bibliographic access centers shall be established in addition to technical standards for compatibility, quality, and manageability of the data elements involved, and interconnectability of data banks.

GOAL C. A statewide library card system for all New Jersey residents, acceptable as proof of eligibility to borrow resources and use services of all libraries which elect to join the statewide library network, shall be developed by the State Library and cards shall be issued by local libraries of all types to their constituent patrons.

GOAL D. Improved interlibrary loan and reference services shall be enhanced in the following ways in the interest of quality, convenience and speed of document and service delivery to all New Jersey residents.

1. Regional delivery systems shall be established linking libraries of all types which elect to join the statewide library network and shall be so designed as to facilitate document delivery among regions.

2. Telecommunication systems shall be established to facilitate location of materials and to trigger their prompt delivery, as well as to facilitate prompt interlibrary reference service.

GOAL E. The quality of library services in New Jersey depends not only on adequate identification, location and delivery of resources, but also in the quality and scope of resources available in the State. An active program shall be undertaken to assess the adequacy, desirable distribution and quality of the State's library resources and state funds shall be applied to cooperative collections development which is both cost- and service-effective.

1. State funds shall be earmarked for audiovisual services and provision of varied audiovisual software and hardware on the basis of regional plans which are approved by the State Library.

2. The feasibility of one or more periodicals centers shall be studied and a state plan for improving access to current and retrospective periodicals titles shall be developed and implemented.

3. The problem of preserving and accessing last-copy materials shall be studied and a program addressing this problem shall be developed and implemented in relationship to other state and national programs.

GOAL AREA III

THE STATE LIBRARY

GOAL A. In order to achieve all goals and objectives of the state plan for library services and multitype library networking, the State Library shall be enabled to exercise proper leadership and coordination of the statewide library network and to provide quality services as a member of that system.

1. Staff, resources, and facilities needs of the State Library shall be identified, reappraised periodically, and addressed.

2. State law and regulations shall establish the role of the State Library in planning,evaluating, monitoring, and coordinating the statewide, multitype library network.

3. The State Library shall assure full compatibility with, and utilization of, other state and national library systems in order to enhance access of New Jersey residents to resources and services beyond the State's borders.

4. The State Library shall administer state and federal funds in accordance with law and regulations (including those pertaining to discrimination, affirmative action, and handicapped persons), and on the basis of a continu-

ously-updated state plan and the advice of professional and lay people in assessing library and information needs in New Jersey.

5. Qualitative performance standards for libraries of all types and for services at all levels shall be developed, endorsed, promulgated, monitored, and insofar as possible, enforced through the State Library.

6. The State Library shall administer, or contract for, state-funded programs for institutional library development; research and evaluation; experimentation with appropriate new technology, pilot programs, and use of such technology where cost-effective; development of regional nodes of a statewide, multitype library network; preservation of library materials; and other programs necessary to achieve the goals and objectives of the state plan for library services.

7. The State Library shall coordinate services within the statewide library network which it sponsors (such as regional film services) with those of semiautonomous agencies (such as County Audiovisual Aid Commissions) and those under the aegis of the Department of Education (such as Educational Improvement Centers), in the interest of improved, cost-effective, and equalized special services.

8. The State Library shall seek ways to improve and enlarge citizen participation in planning, evaluation, and decision-making in developing and updating New Jersey's plan for statewide, multitype library services.

9. The State Library's role in academic library development and participation in the statewide library network shall be clarified and supported by an appropriate liaison office in the State Department of Higher Education.

10. The State Library shall establish, maintain, and with the advice of professional and lay groups, determine standards for a bibliographical access center which, insofar as practicable, identifies and mobilizes the total library resources of New Jersey.

11. The State Library shall be enabled to carry out the several, varied mandates in state law and regulation beyond that of developing and coordinating the statewide library network in order that its resources and

services contribute uniquely to those of the statewide library and information network, and so those network resources and services contribute to better state government.

12. The State Library shall administer all federal funds assigned to a state library administrative agency; shall assure the effective administration and coordination of federal funds for all other library-related programs within the state; and shall guarantee that New Jersey benefits to the full extent possible under all library related federal legislation.

13. The State Library's role in overseeing matters relating to intellectual freedom and full and equal access to library and information services and resources shall be defined and shall support the People's Library Bill of Rights of the New Jersey Library Association.1/

14. The State Library shall study on a continuing basis all barriers to access of library resources and services and shall advocate their removal in the interest of special user groups such as the aged, handicapped, disadvantaged, etc.

GOAL B. An office of library systems technology shall be established within the State Library to provide expertise, counseling, assistance, and advice to libraries in the New Jersey library network.

1. The State Library shall undertake activities to counsel and guide libraries in the selection and introduction of automated library systems which will benefit libraries and the delivery of library services in New Jersey as a whole.

2. The State Library shall carry out projects and studies to encourage libraries in the State to create machine-readable bibliographic files using common standards and record formats to ensure network compatibility.

3. The State Library shall advise, consult, and offer technical assistance to all New Jersey libraries considering automated circulation systems, and offer guidance in reviewing vendor proposals.

4. The State Library shall be instrumental in the design and creation of machine-based bibliographic tools of statewide value and applicability.

5. The State Library shall assist in the design and implementation of a statewide library card system and shall undertake such activities as are required for uniform record keeping, reimbursement payments, and reports.

6. The State Library shall study computer-service needs of the New Jersey library network and shall plan for and secure expanded computer capacity and services as required.

GOAL C. An Office of Public Relations shall be established and funded within the State Library to promote and advertise library and information services and resources of the statewide library network and its component public, school, academic and special library members. Among the functions of the Public Relations Office shall be:

1. to establish and coordinate a statewide speakers bureau in the area of library and information services and resources and the statewide library network and state plan.

2. to encourage the formation and effective participation of Friends of the Library groups on a state as well as local level.

3. to develop, publish, and disseminate information on library activities and resources.

4. to act as a clearinghouse for information pertinent to New Jersey libraries.

5. to develop a program of in-service training in public relations for libraries of all types.

6. to encourage and assist all libraries to conduct an ongoing program to publicize their services and programs, using all appropriate media.

7. to establish and inform libraries of cooperative arrangements with appropriate communications-related organizations and activities, such as cable television, film circuits, newspapers, etc.

8. to design a method for evaluating the effectiveness of public relations programs and of the use of various communications media.

9. to assure continual research on the effectiveness of alternative communications programs for public relations.

10. To coordinate public relations services for the benefit of all types of libraries on a statewide basis.

GOAL D. The Council on Library Education within the Division of the State Library, Archives and History, State Department of Education shall be continued and assisted in carrying out its charge which shall include:

1. assurance that, in addition to basic library education and communication skills, the contents of library education

programs in New Jersey emphasize the identification and interpretation of community needs, up-to-date management skills, evolving technology in library and information services, and public relations techniques.

2. development and provision of an ongoing program of continuing education in librarianship, management skills, library technology, and public relations techniques for staff members of all types of libraries and on all levels.

3. establishment of a system for encouraging, supporting and recognizing staff participation in continuing education activities, including such assistance as reimbursement of travel expenses, time off, promotional opportunity, etc.

GOAL AREA IV

FUNDING

GOAL A. A funding program, responsive to inflationary forces, shall be established and shall be administered by the State Library to implement the statewide library network and achieve the goals of the state plan for library development directed toward improved access to library and information services for all New Jersey residents and the assurance of a high standard for such services.

1. A reasonable minimum level of county library finance shall be established and additional funds provided to assure effective participation of these agencies in the statewide library network.

2. A reasonable minimum level of local support of all publicly-supported libraries shall be established and additional funds provided to assure their effective participation in the statewide library network.

3. State aid to libraries shall incorporate some appropriate equalization factor so that residents in poorer communities have access to a reasonable minimum standard of library service.

4. Appropriate state reimbursement for services extended beyond the primary clientele of public, school, college, university and special libraries shall be included in the funding program.

5. State funds shall be earmarked in support of the special network services of such state-designated agencies as regional film centers.

6. A state research, evaluation and development fund shall be identified within the state aid program, and state and federal funds shall be earmarked for experimentation with appropriate new technology and utilization of such technology where cost effective.

7. A portion of state aid shall be made available to the State Library for experimentation, pilot projects, and development of library network services and relationships.

8. State funds shall be identified to establish and maintain regional nodes of the statewide library network.

9. State funds shall be earmarked for institutional library services which meet a reasonable minimum standard.

10. Federal funds should be used to augment and supplement, but not supplant local and state funds in support of basic local library services.

11. State aid shall be earmarked for the establishment and maintenance of one or more bibliographical access centers.

12. A new aid program shall be established in state law for preservation of significant, retrospective and specialized collections.

GOAL B. Continuing effort shall be made to secure State operating funds for the State Library sufficient to carry out its present commitments, as well as its responsibilities to implement the programs stated in the state plan for library development. Of particular concern is the institution of an effective public relations program and an aggressive program of continuing education. Other funding needs are implicit in Goal Area III.

GOAL AREA V

PLANNING

Goal A. An integral, continuous planning process shall be embodied within the statewide plan for library development which gives voice to the needs and preferences of library users, as well as to those who provide library services of all types.

1. All elements -- goals, objectives, and implementation steps included in this plan -- shall be reviewed periodically and modified to reflect progress, changing circumstances, unforseen constraints, and the like.

2. A collaborative planning process, embodied in the initial stages of this plan, shall be continued as an integral part of the plan, and to the extent possible, all entities affected by any aspect of the state plan should be represented in its development, implementation, and timely evaluation.

3. Adequate funding must be provided the planning and evaluation process, and in support of studies and research, coordination with other state, interstate and federal programs, and continuing education of personnel crucial to the effective implementation of the planning process.

CONCLUSION

The continuous planning process described in the preceding chapters must be punctuated by points of implementation and output. Among these, though not necessarily as all-important as their drama would indicate, are legislative actions which validate the plan and establish benchmarks of mutual understanding.

The overall process, however, is conceived as a set of processes -- interrelated, each culminating in the production of a necessary piece to influence the course toward which Goals direct, while improving stability along the way. The timing of these implementary actions, and their sequence, constitute a plan in themselves, but are even more subject to fine regulation, watchful evaluation, and sensitivity to opportunities of the moment, than those actions on behalf of basic philosophy.

What, then, are the tools with which a state actually sets a new design in place? New or modified state law, as mentioned above, is one. As part of its study[3,4,5] the County and Municipal Government Study Commission produced a "white paper" which reviewed applicable statutory and regulatory provisions, as well as relevant judicial decisions and Attorneys' General opinions.*/ While conceding that the body of New Jersey Library Law can be best understood as an accretion over the last one hundred years -- a layering of individual legislative actions -- this report pointed out inconsistencies, anachronisms, and vaguaries of language which should, in time, be addressed.

LEGISLATION

While it certainly would be possible, and ultimately desirable, to codify all library law of the State so it presents a unified concept and enables the various agencies which constitute the statewide library network each to contribute and receive according to a grand plan, such an undertaking is not recommended immediately. First, the clarification and fine-tuning of present law will not contribute to future direction: second, to be meaningful, there should be new and specific wording to implement those concepts and desirable ends enunciated in the "Goal Areas". Such wording must be subject to, and the outcome of, "concessions and agreements"**/ (to use ancient and revered New Jersey terminology) which represent the work of task forces yet to be appointed.

* Summary Report No. 1, Sufficiency of Library Laws, by Lewis Goldshore. (Pt. 1, "New Jersey's Library Statutes and Regulations: a Discussion and Analysis"; Pt. 2, "New Jersey Library Case Law"; Pt. 3, "New Jersey Attorneys' General Opinions Concerning Libraries"). Trenton, The Commission, July, 1978.

** New Jersey. Proprietors of West Jersey. The Concessions and Agreements of the Proprietors, Freeholders and Inhabitants of the Province of West Jersey in America. March 3, 1767.

Certain legislative steps, of course, will be required in the near future. Funding of regional, multi-type library systems, and of overall statewide networking activities must be authorized and appropriated. The State Library must also have enabling legislation to create new library "cooperatives", and be appropriated discretionary sums to implement pilot projects as the network evolves; to address particular needs (such as intitutional library services, barrier-free access, preservation of library materials, for example); and to initiate research and evaluation activities essential to the continuous planning process envisioned.

REGULATION

As pointed out in the Introduction, more immediate and specific action is effected through the Administrative Code 27d/. Law, referred to above, can be grafted onto the present corpus without requiring a "total physical" (or autopsy). Law is requisite when new forms of governance are to be established, and new methods for distributing public funds are involved. Detail as to the constituency of such governing bodies, and the formulae and specificity of funding patterns are best handled in regulation. As task forces attack these matters, their final product will be the regulative language, with accompanying statements of purpose, which can be submitted for adoption and inclusion in the Administrative Code.

ADMINISTRATIVE ACTION

Of even more immediacy and flexibility are the powers already vested in the State Library to carry out its duties 27a/, contract for services and consultative assistance (where necessary), disseminate and promote the state plan for library services, and within budgetary constraints, implement portions of that plan.

Of inestimable value, both to short-term, "spot" implementation, and to long-term, sustained support, are the largely discretionary federal funds administered under the Library Services and Construction Act 26/. Care must be exercised because of the limited funds available and their somewhat precarious dependence upon annual Congressional appropriations and Presidential priorities, not to blunt the determination to have New Jersey's basic library services underwritten by State and local funds. The languate of Goal Area A-10:

> Federal funds should be used to augment and supplement, but not to supplant local and state funds in support of basic local library services

has been carefully conceived and endorsed to place this conviction on record.

Actions of the State Librarian on behalf of the state plan are adequately counterbalanced by mandated advisory bodies and the approval power of the State Board of Education, as well as by those groups that officer has elected to appoint to represent the interests of library service providers and users in decision making. Fortunately, there exists considerable latitude on the part of the State Librarian to implement important recommendations of task force groups in fleshing out the plan.

TASK FORCE ACTION

The second chapter of this document has described the importance of ad hoc task force groups in the enunciation of specific steps, both in implementing the plan, and in carrying forward, renewing, evaluating, and refining the planning continuum. Among those already envisioned, and to be appointed once this document has been broadly endorsed and approved by the State Board of Education, are those which would address the following broad concerns:

1. New Network Structure

   (details as to interlibrary relationships, governance, geographic regions, voluntary participation, etc.)

2. Standards

   (by type of library and network unit, what is considered minimal, basic service; what rights should New Jersey residents have to levels of service beyond such minima; what performance level should the State Library guarantee as a participating member of the network, etc.)

3. Funding Patterns

   (specific formulae for county library financial stability; for reimbursement of network services beyond immediate clientele; for maintenance of local effort and present state aid support; for regional services; for statewide services, etc.)

4. Automation - Computer Application

   (applied where; with what priority; with what attention to compatibility; with what care in terms of cost-effectiveness)

5. State Library Card

   (what mechanics of communication, delivery and return of materials; how can record-keeping be kept to a minimum yet produce data necessary for accountability, etc.)

6. Statewide Friends of Libraries

(how constituted; how initiated; purpose; by-laws; meaningful contribution to planning and decision-making, etc.)

7. Public Relations

(productive activity at local, regional, state levels; training; priorities, etc.)

8. Professional Development

(articulation of present formal education offerings in library and information science; continuing education opportunities, recognition, and reward; non-library skills required; the question of paraprofessionals; opportunities for clerical growth and involvement, etc.)

The work of all Task Forces should be coordinated by the State Library and intercommunicated to assure minimum duplication, but maximum articulation of effort. Other task force areas will suggest themselves as specific tasks alluded to in the above, far-from-inclusive list are accomplished. As the Bibliography suggests, these groups are not starting de novo. A wealth of specific recommendations and of detailed suggested mechanics exists, awaiting consensus of opinion, modification, or rejection in favor of other alternatives also at the disposal of the groups. Insofar as possible, membership on task forces will be voluntary, will incorporate individuals already involved in planning and advisory groups, and will be strengthened with resource persons of recognized and pertinent skill. Once the task is done, the group would be disbanded, but the area of its concern would be monitored, evaluated, and as the forces of change mandate, a group would be reassembled to hammer out those decisions needed to respond to that change and to the shifting relationships and impingements upon other areas of concern.

In conclusion, the following action plan to continue the planning process, and to implement steps as they evolve, has already been placed in motion:

Phase I:	Establish Statewide Planning Group	June, 1979
	Statewide Planning Group meets	July-Sept.
	Issue goals & objectives report	October
	Obtain reactions from field	November
	State Board of Education approval	December
	Introduce legislation	January
Phase II:	Appoint Task Forces	Oct. 1979
	Task Forces develop action plan & alternatives	Oct-June
	Issue Task Force Reports	
	Obtain reactions from field	
	Modify Task Force recommendations	
	Begin implementation	

Phase III: Review goals and objectives
Review accomplishments
Modify goals, objectives & other plan elements
Appoint additional task forces and proceed re Phase II

Datelines are tentative, slippage may occur, but there is a momentum, an enthusiasm, a commitment, and a direction (perhaps in some detail, inchoate, but present) in the library community in New Jersey at the time of this writing, and there is a sense of teamwork which encourages all who are touched by this endeavor to say.."Right on!"

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GLOSSARY

The following definitions are intended to apply only to terms as used in A Developing State Plan for Library Services and many reflect patterns unique to New Jersey.

ACCESS: The ability to identify, locate, and to use library materials within the restrictions imposed by the holding Library.

DIRECT ACCESS: Direct access is usually negotiated through reciprocal borrowing privileges among cooperating libraries, a statewide library card, or other formal arrangement, and involves the ability of a patron to use library materials within the restrictions imposed by a holding library of which that patron is not a registered borrower.

AUDIOVISUAL MATERIALS: Library materials such as films, filmstrips, audiotapes, slides, records, pictures, videotapes, etc. which communicate information through sound and/or sight. Also called non-print or non-book materials. Most audiovisual materials require equipment such as projectors, record players, tape decks, etc. in order to be heard or seen.

BASIC SERVICES: While differing in emphasis from library to library and among types of libraries, basic services referred to in this report are those of providing access to: (1) a collection of library materials which are adequately identified, organized, maintained, replenished, and weeded of superseded materials of limited retrospective value; (2) staff services in identifying, locating, and interpreting such materials and information contained within them as well as advising patrons on their productive use; (3) referral services to resources and services of other libraries, including the use of interlibrary loan and reference; (4) both on and off site use of the collection by means of direct borrowing, interlibrary loan and photoreproduction of materials (especially non-circulating materials); and (5) provision of equipment necessary for utilization of microforms and audiovisual materials.

BIBLIOGRAPHIC ACCESS CENTER: A unit designated by a library system or by the State Library which maintains a union catalog data base of the holdings of a number of cooperating libraries and provides identification and location services for desired library materials.

BIBLIOGRAPHIC CONTROL: The uniform identification of items of recorded information in various media and the availability of a mechanism for gaining access to such information.

CENTRALIZED CATALOGING: The preparation of catalog records of library materials at one place for a number of cooperating libraries.

COOPERATIVE (see Library Cooperative)

COOPERATIVE ACQUISITIONS: A policy adopted by two or more cooperating libraries to either jointly or individually purchase certain expensive or specialized materials which are housed at the library making the purchase and made available for use by the cooperating libraries.

COOPERATIVE CATALOGING: A policy adopted by two or more libraries under which catalog data entries produced by one library are used by another library and vice versa.

DATA BASE (Computerized): An organized collection of machine-readable records which may support a number of library applications such as computerized literature searching of indexes, cooperative cataloging, circulation and inventory systems, union catalogs, information and referral services, etc.

FRIENDS OF THE LIBRARY: A voluntary membership group of library patrons and other interested parties, distinct from the governing body of the library, which acts in an advocacy role on behalf of the library's programs, budget, staff, and general development.

INTERLIBRARY LOAN: A cooperative arrangement among libraries under which one library may borrow materials from another library.

INTERLIBRARY REFERENCE: A cooperative arrangement among libraries under which one library may refer inquiries it cannot satisfy to another library whose staff and resources are more likely to satisfy the request.

LIBRARY: An institution where diverse information is stored, systematically organized, and where services are provided to facilitate its use. It may contain books, films, magazines, maps, manuscripts, microforms, computer tapes, audiovisual materials, etc.

ACADEMIC LIBRARY: A library affiliated with an institution of post-secondary education, such as a college or university library. It is governed by the Board of Trustees of the institution. The students and faculty constitute its primary service clientele.

INSTITUTIONAL LIBRARY: A library providing services and materials for residents of institutions such as prisons, hospitals, reformatories, training schools, orphanages, etc.

PUBLIC LIBRARY: A library receiving direct public funding that is administered to serve the informational and library resource needs of the general public. The following are types of public libraries in New Jersey:

AREA LIBRARY: A headquarters library under contract with the State for specialized services to all types of libraries within a given geographic area. There are 25 Area Libraries.

ASSOCIATION LIBRARY: A library established, governed and supported by an association of citizens. Such an association is incorporated, forms its own constitution, appoints or elects its own board of trustees, and is responsible for operation of the library. It may receive tax support from the local governing body.

COUNTY LIBRARY: A library established by law following a county-wide referendum passed by a majority of voters. It is supported by county taxes and governed by a body known as the County Library Commission composed of five members appointed by the County Freeholders.

EXEMPT LIBRARY: A public library within a county which supports a county library, which is not a member of that county library system and whose service area is exempt from county library taxation.

FEDERATION: Any number of independently established libraries voluntarily united to develop cooperative public library services. Each member library of the federation retains complete institutional independence but enters into contracts or service agreements with other members to achieve the joint services agreed upon by the governing bodies of the respective libraries.

JOINT LIBRARY: A library established by law following a referendum in two or more municipalities in which the majority of voters in each municipality have elected to establish such a library. The joint library is governed by a board appointed by the mayors of the participating municipalities.

MEMBER LIBRARY: A public library with its own board of trustees within a county which supports a county library that belongs to the county library system and whose service area is taxed for county library support.

MUNICIPAL LIBRARY: A library established by law following a referendum in which the majority of voters of a municipality elect to establish such a library. It is supported by local taxes and is governed by a seven member board of trustees appointed by the mayor which must include the mayor and the superintendent of schools.

SCHOOL LIBRARY; SCHOOL MEDIA CENTER: An administered center of books and other library materials which supports the teaching/learning process of the school. Such a library is governed by the local Board of Education and may be called library/media center, media center, instructional materials center, resource center.

SPECIAL LIBRARY: A library usually within an organization (a business, an association, or governmental agency) which provides the specialized clientele of that organization with information, library materials and technical bibliographic and research services.

STATE LIBRARY: The New Jersey State Library is the Division of the State Department of Education which serves the library and information needs of all branches of state government and, as a libraries' library, provides backup interlibrary loan and reference, as well as consultative services for libraries of all types throughout the state. The State Library coordinates the statewide library network and administers state and federal programs of financial assistance.

LIBRARY COOPERATIVE: A group of libraries which agree formally to share resources through reciprocal borrowing, delivery service and other cooperative services.

LIBRARY NETWORK: A statewide pattern of libraries of all types, designed according to a state plan which fosters full and equal access of all residents to their collective resources and services. The New Jersey Library Network is envisioned as composed of regional library systems and subsystems (such as those headed by area and county libraries, federations and library cooperatives), and of individual libraries which elect to participate in the network services.

LIBRARY SYSTEM: A group of libraries of a single type (such as health science libraries statewide), or of several types of libraries in a particular geographic area of the state which have joined together to share resources and services and which interacts with other library systems to form the statewide library network.

LOCAL LIBRARY: Any public, school, academic, or other library which is the normal, first point of patron entry into a library system or into the statewide library network, and which is designed to serve a specific population or primary clientele. A patron whose needs cannot be met by his/her local library is offered interlibrary reference and loan services and referred to other libraries within the system to which the local library belongs, or elsewhere within the statewide library network.

MICROFORMS: Greatly reduced images of printed or manuscript pages copied on photographic film which can be enlarged for reading on special projection machines. Microfilm refers to roll film; microfiche refers to sheet film.

MULTITYPE LIBRARY SYSTEM OR NETWORK: A system or network composed of several types of libraries -- public, school, academic, special -- in order to expand access to varied library resources and services and increase service to patrons.

NETWORK (see Library Network)

NETWORKING: Those interlibrary relationships, activities, and communications links which permit a patron to obtain services from other than his/her local library, and foster resource sharing according to a state plan for library services.

REFERENCE: One of the basic services of all types of libraries, characterized by a patron requesting information obtainable from library materials by way of contact with a librarian.

REFERENCE REFERRAL: The referral by one library of a patron's inquiry to another library more likely to supply the desired information.

REGIONAL FILM CENTERS: Libraries designated by the State Library and assisted with state and/or federal funds to acquire, organize, and service collections of 16 millimeter films which can be borrowed by local libraries for their own or for patrons' use, or can be borrowed directly by eligible borrowers. Regional Film Centers serve areas consisting of more than one county.

REGIONAL LIBRARY SYSTEM: A library system designated by the State Library covering more than one county and consisting of all local libraries, library cooperatives, federations and library systems and subsystems which elect to belong. It is envisaged that Regional Library Systems will operate under a governance and a service plan approved by the State Library.

RESOURCE SHARING: A means by which information and materials in one library are available to users of another library.

RETROSPECTIVE COLLECTION: Those non-current library materials, which are held because of their reference, research, and historical value, as opposed to those materials currently added to the library's collections and generally represented in Books in Print.

STATEWIDE LIBRARY CARD: STATE LIBRARY CARD: A system by which the card showing eligibility of a patron to borrow materials from his/her local library extends eligibility to borrow materials from any library in the state which belongs to the statewide library network. Ideally, under a Statewide Library Card system, library materials borrowed from one member library of the network can be returned to any other member library.

TASK FORCE: An ad hoc group appointed by the State Librarian to work on a particular facet of the state plan for library services, representing professional and lay interests in more than one type of library service, and amplified as necessary by the assignment of resource persons whose technical knowledge and expertise will assist the group in arriving at its recommendations.

TECHNICAL PROCESSING; TECHNICAL SERVICES: All those library activities connected with the ordering, acquisitioning, cataloging, classification, and physical preparation of library materials so as to be readily identified, located, and available for use.

UNION CATALOG: A catalog listing the holdings of two or more libraries, generally established through cooperative effort, and used for interlibrary loan and referral of patrons.